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LOS ANGELES COUNTY DIVISION

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COMMITTEE   ISSUE   PAPERS

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## LOS ANGELES COUNTY DIVISION ISSUE PAPERS

### C O N T E N T S

- I. Community Development Committee
- II. Employer-Employee Relations Committee
- III. Environmental Quality Committee
- IV. Human Resources Development Committee
- V. Intergovernmental Affairs Committee
- VI. Public Safety Committee
- VII. Transportation Committee



DRAFT

COMMUNITY DEVELOPMENT COMMITTEE ISSUE PAPER

A. State

1. Redevelopment Policy Statement

In response to mounting criticism of the redevelopment process in California, the League appointed in September, 1975, a Redevelopment Task Force whose purpose was to examine the use of redevelopment in California and make recommendations as to any appropriate changes in the process. The Task Force developed a Redevelopment Policy Statement which it submitted to the State League Community Development Committee and subsequently was approved by the Board of Directors on April 30, 1976 (see attachment).

The Policy Statement remains to be implemented. Because of its comprehensive nature and its departure from the type of bills that have been introduced to date (typified by Assemblyman Montoya's approach), a new bill will probably have to be drafted. Because the Los Angeles County Division has had its own Joint Redevelopment Task Force working with the County of Los Angeles, it is in an excellent position to examine the State League Redevelopment Policy Statement and input into a draft bill.

2. Housing Finance Agency

The League worked closely with the legislature during 1975 in getting a Housing Finance Agency enacted into law in California. Since its enactment, the League has been very concerned about the manner in which the Housing Finance Agency has been operating. The Agency has abandoned the "urban conservation" concept which stresses rehabilitation and conservation of existing urban structures in favor of new construction in areas not severely impacted with the need for low to moderate income housing. Additionally,





a major concept in the law, the Local Housing Agent, has been ignored by the Agency. A city or a county qualifying as a Local Housing Agent would be in a position to coordinate the housing needs of its city as financed through the Housing Finance Agency.

The Los Angeles County Division, having the largest need for the services which the HFA can provide, should work closely with the State League in attempting to set the Housing Finance Agency back on course.

According to the enabling legislation, in order for the HFA to extend its life, there will be on the November ballot a bond issue of approximately \$450 million, the purpose of which will be to underwrite loans to build or rehabilitate low to moderate income homes. Los Angeles County will be a critical area for voting on the ballot proposition. The Division should be concerned with the implications of the proposed bond issue.

B. Local

1. Housing and Community Development Act

The County of Los Angeles planning process for the third year implementation of the Housing and Community Development Act will start shortly. During the second year, the cities participating with the County of Los Angeles will receive substantially greater sums of money than the first year. This year, approximately \$2.7 million has been made available to the 36 participating cities. Next year, given full participation by cities under 50,000 population, that \$2.7 million figure could jump to \$13.5 million. It is, therefore, of utmost concern that the Community Development Committee work with the County of Los Angeles in insuring smooth implementation of the third year process.

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Of more immediate concern is the continuing relationship between the County and the 36 participating cities in implementing the second year HCDA program. Problems relating to reporting, project development, and auditing continue to crop up. The Committee should be aware of the problems cities face and develop mechanisms to insure the orderly resolution of those problems.

2. Joint Redevelopment Task Force

The Los Angeles County Division Executive Committee and the Board of Supervisors have requested that the Joint Redevelopment Task Force be reactivated to examine redevelopment issues of local concern. Since we now have a State League Policy Statement regarding redevelopment, our Redevelopment Task Force can examine county issues using it as a base. Therefore, the two issues facing the Committee are:

- a. Work with the State Community Development Committee in developing a redevelopment bill reflecting League concerns.
- b. Work with the County of Los Angeles in implementing the provisions of the Redevelopment Policy Statement in Los Angeles County.





## REDEVELOPMENT POLICY STATEMENT

Approved by the Committee on Community Development  
of the  
League of California Cities  
April 14, 1976

1. The League believes that the fundamental purpose of redevelopment or urban areas is conservation of urban areas and halting urban deterioration in a manner consistent with (1) providing an environment for the social, economic, and psychological growth and well-being of all citizens, (2) expanding employment opportunities for jobless, underemployed, and low-income persons, and (3) expanding the supply of decent, safe and sanitary low and moderate-income housing. The League further believes that redevelopment is a governmental action which should be guided by the objective of improving designated areas which, for various reasons, appear incapable of significantly improving themselves within a reasonable period of time without redevelopment assistance; and that this governmental action is necessary under certain conditions and should be authorized when these conditions are present.

### Discussion:

This purpose is consistent with existing State policy expressed in Section 33071 of the Health and Safety Code, as follows:

"The Legislature further finds and declares that a fundamental purpose of redevelopment is to expand the supply of decent, safe and sanitary low and moderate-income housing, to expand employment opportunities for jobless, underemployed, and low-income persons, and to provide an environment for the social, economic, and psychological growth and well-being of all citizens."

Before a redevelopment plan is approved by a governing body for a designated area, at least one of the following conditions must exist which impede that area from sound, planned and economic development:

- a. Building characteristics - deteriorating or deteriorated buildings and structures which are unfit or unsafe to occupy.
- b. Social characteristics - declining population and reduction of proper utilization of the area causing unemployment, crime, health hazards or other social problems.
- c. Economic characteristics - prevalence of depreciating values, declining assessed valuations, impaired investments, or socio-economic maladjustment.
- d. Land ownership characteristics - stagnant or improperly utilized areas suffering from inadequate street layout or faulty lot layout, subdivision and sale of lots of irregular form and shape and inadequate size for proper usefulness and development.





- e. Natural disasters - damage caused from natural disasters, including hurricanes, earthquakes, tidal waves, storms, floods, mudslides, fires, explosions and other catastrophies, which warrant major disaster assistance, beyond other available governmental assistance, to repair damages.

The League's belief concerning the application of redevelopment to designated urban areas is also basically consistent with State policy expressed in Sections 33031-33034 of the Health and Safety Code. These sections determine the characteristics of "blight." At the same time, League policy recognizes that, by whatever label is attached, there are conditions present in the communities of California which appropriately trigger the use of the redevelopment tool, and that it is the existence of these conditions, not the term by which they are characterized, that is the significant consideration in the use of redevelopment. It is also recognized that, at the present time, these conditions are generically described by the word "blight" in state law and that these provisions should not be cast aside without a simultaneous substitution of less, not more, ambiguous terminology.

- 2. The League believes that redevelopment, including replanning, redesign, clearance, rehabilitation, reconstruction, modernization, new development, or any combination of these, in all or part of a designated redevelopment area, and the development of such residential, commercial, industrial, public, or other structures and spaces as may be appropriate or necessary to carry out the fundamental purpose of redevelopment as described above, is essential to improve or prevent deterioration of urban areas which, following objective analysis by the local agency and public discussion, are found to be incapable of significantly improving themselves.

#### Discussion:

The League's belief concerning the need for redevelopment is consistent with State policy as stated in Section 33037 of the Health and Safety Code. State policy for urban redevelopment includes the following provisions:

- a. All appropriate means should be used to improve deteriorating urban areas and provide for the well being of residents of such areas.
- b. Whenever private enterprise alone is incapable of revitalizing deteriorating urban areas, it is in the public interest for government to assist and participate through the use of eminent domain, advancing or expending public funds for these purposes and providing the means to accomplish revitalization of such areas.
- c. Governmental actions, including the use of public funds and the purchase of private property, to improve deteriorating urban areas and provide continuing assistance needed to strengthen these areas are in the interest of the health, safety and welfare of the people of California and of residents of communities where these areas exist.

The League's belief concerning the need for redevelopment encompasses the State legislative emphasis upon improving deteriorated areas. In addition, the League believes that redevelopment should strengthen the ability of government to prevent deterioration of urban areas.





3. The League believes redevelopment is part of the local planning process and should be utilized to support the local and regional community development process.

Discussion:

The State Planning Act has created an inflexible planning process for local governments, thereby encouraging limited use of redevelopment. At the same time, local government must manage increasingly complex forces affecting community development, including unemployment, crime, health and other primarily human resource problems; urban deterioration and sprawling growth; financial instability; and environmental deterioration. State planning requirements and redevelopment should support local government efforts to respond to these challenges. General plans should be broadened to embrace planning for effective utilization of human, environmental and economic resources. Local plans should provide for the use of redevelopment in a manner which supports local human resource, environmental and economic development policy. The League believes that a local policy making and planning process, encompassing all community development concerns, should be encouraged. This community development process should reflect the size and nature of individual cities in terms of both operational form of the process and planning direction resulting from the process. The primary objectives of the community development process are (1) managing urban growth and change to provide for human needs and protect the environment, while ensuring economic well-being, and (2) conserving and improving present urban areas to minimize the loss of human, capital and environmental resources.

4. The League believes that planning for redevelopment should be coordinated with and supportive of local and regional human resource policy and plans.

Discussion:

Improving the physical conditions of declining urban areas does not automatically remove the causes of blight and decline. Underlying causes of urban decay must also be mitigated, particularly poverty and unemployment. Local efforts to improve such human resource problems must influence redevelopment decisions. Most of the redevelopment projects undertaken in California have emphasized job-creating economic development. A total of 71 redevelopment projects have produced more than 30 million square feet of leaseable commercial space, and 28 projects have constructed or rehabilitated over 13 million square feet of industrial space.\* Inadequate housing is also a key human as well as environmental problem in deteriorating urban areas. About 28,000 housing units, the great majority of which were for other than relocation purposes, were provided in 66 redevelopment projects.\*

The League believes, as stated in its Action Plan for the Social Responsibilities of Cities, that cities should adopt and advocate human resource policy, and that cities should employ all available means of carrying out this policy. In addition, the League's recently adopted housing policy reaffirms the policy of the League that cities should be responsible for

\* Statistics from Redevelopment and Tax Increment Financing, by Ralph Andersen and Associates, 1976.





assisting in provision of housing for low and very low income people. Redevelopment has demonstrated success in helping provide for human needs. Redevelopment should therefore be coordinated with and consistent with local human resource policy and plans.

5. The League believes that planning for redevelopment should be coordinated with and supportive of local and regional economic policy and plans.

Discussion:

A serious result of urban decline is loss of tax base. Declining tax revenue has obvious effects on local ability to deliver expected services. The people most likely to suffer from reductions in education, police, fire, sanitation, and other local services supported by the property tax are the poor and members of minority groups. The problems of these groups are compounded by side-effects of a declining tax base, including departure of job providing businesses, reduction in quality and availability of professional services, increasing crime, health hazards and other problems. Successful redevelopment that strengthens the tax base will improve the local economy as well as opportunities and living conditions for underprivileged people.

The League believes, however, that government should use redevelopment as a stimulant to the local economy only when private market forces appear incapable of significantly improving declining areas within a reasonable time. Community development planning should identify the role of the private sector in supporting local economy policy and plans. Government action using redevelopment authority should occur where the private sector will not or cannot further local goals.

The League recognizes that, because of the State tax system, local jurisdictions must compete for tax revenues, and that redevelopment may allow one jurisdiction to achieve a competitive advantage over other jurisdictions in the search for additional tax revenue. For this reason, the Redevelopment Task Force recommends that an in-depth study be undertaken to determine the fiscal affect of redevelopment and tax increment financing on areas in the proximity of redevelopment areas.

6. The League believes that planning for redevelopment should be coordinated with and supportive of local and regional environmental quality policy and plans.

Discussion:

Preservation of physical and natural resources to provide a healthy, desirable environment should be of primary concern in redevelopment planning. Local land use, transportation, public facilities, open space and urban growth policies and plans can be supported or jeopardized by redevelopment activities. Local environmental policy and plans are often inadvertently isolated from a supportive relationship with other community development activities by State and Federal environmental laws. CEQA and NEPA, with overlapping requirements, cause local government to be more concerned with sorting out and complying with legislative mandates than



with comprehensive community development planning. Environmental laws should be integrated and should encourage development of supportive relationships between environmental concerns and other community development activities. As stated in the League's Action Plan for the Environmental Quality and in the League's population growth policy, environmental quality can only be maintained if all levels of government cooperate in an environmental planning process. All levels of government should adopt environmental policy and plans. State and federal environmental laws should advocate such cooperation, the State should provide the framework for local environmental planning, and local government environmental plans should be the building blocks for the intergovernmental environmental planning process. Redevelopment should be utilized as one of several tools available to local government to implement environmental quality policy and plans.

7. The League believes that redevelopment should be coordinated with and supportive of housing conservation and neighborhood preservation policies and programs, as well as policies and plans for construction of new housing.

Discussion:

Redevelopment was originally influenced by the Federal objective of slum clearance. Actual utilization of Federal assistance and authority provided in State law is evolving toward a conservation emphasis where efforts are made to preserve housing, public facilities, other structures and whole neighborhoods. The Federal urban renewal program was combined with several other categorical programs into Title I of the 1974 Housing and Community Development Act. The Title I program provides flexible block grants for community development to units of local government. The primary purpose of Title I is the establishment and maintenance of viable urban communities which, as Congress recognized, requires actions by all levels of government to eliminate blight, conserve and renew older urban areas and improve the living environment of lower income families. Housing conservation and neighborhood preservation have become the program focus for many block grant recipients. Further, the League's recently adopted housing policy also encourages cities to adopt housing conservation and neighborhood improvement policy and implement related programs. At the State level, legislation creating the State Housing Finance Agency also authorizes funds for housing conservation purposes, as well as new construction. In addition, the Marks-Foran Residential Rehabilitation Act of 1973 authorizes all cities and counties to sell revenue bonds and bond anticipation notes to provide financing for residential rehabilitation loans, and the State Housing Finance Agency is authorized to insure Marks-Foran bonds. With increasing resources to carry out much needed housing and neighborhood revitalization, redevelopment as a public tool to help improve urban areas impeded from sound, planned and economic development is more important than ever.

8. The League believes that, as a general rule, accountability and coordination are improved when locally elected officials direct redevelopment agencies. Present law provides that city councils may serve as the redevelopment policy board and, indeed, they do so in the vast majority of municipal redevelopment projects. It is not necessary for the state to mandate the designation of city councils as redevelopment boards.

Discussion:

Public accountability and planning coordination are important to





successful and effective redevelopment. Accountability and coordination are improved when locally elected officials direct redevelopment agencies. The authority to have City Councils serve as the redevelopment policy board is provided in State law, though this designation is not mandated. Most California cities with active redevelopment agencies have city councils serve as the governing body of the redevelopment agency. Only 20 of the 152 city and county redevelopment agencies have separate policy boards, and of these 20 only 2 were created after 1970.\* The trend is certainly to transfer governing authority for redevelopment to elected officials.

9. The League believes that tax increment financing authority must exist to support redevelopment.

Discussion:

Funding for redevelopment activities is hard to find. The League believes that redevelopment benefits all taxing agencies sharing property tax revenues, and that tax increment financing is a fair and practical means of sharing the cost of these benefits. The League further believes that tax increment financing is particularly justifiable as it must be used in conjunction with and under the authority of the California Community Redevelopment Law. Furthermore, with federal urban renewal categorical grants now terminated, local government must look to community development block grants which are short term in duration, uncertain for smaller cities, and required to fund the entire spectrum of community development needs. Increasing use of tax increment financing has resulted in redevelopment activity in 214 of the 229 redevelopment projects currently underway financed by this principal source of redevelopment.\*

10. The League believes that State statutes should be amended to clarify and improve uniformity in the use of tax increment financing, as follows:\*\*

- a. It is recommended that State law be amended in order to clarify the authority of a redevelopment agency to use tax increment revenue for funding, planning, preparation and implementation of an approved redevelopment plan.

Discussion:

Tax increment revenue is used by a redevelopment agency to repay indebtedness it has incurred in conjunction with redeveloping an area. In some cases, tax increment revenue is only used by redevelopment agencies to repay bonded debt. In other cases, agencies assume that all planning and administrative costs are reimbursable, and some also include expenditures for ongoing services within the area. County personnel are not sure what to accept when an agency indicates that it has incurred indebtedness related to redevelopment activities; redevelopment agency personnel are not sure what to include when asked to report on the nature of indebtedness, and both

\* Statistics from Redevelopment and Tax Increment Financing, by Ralph Andersen and Associates, 1976.

\*\* Individual recommendations were made with consideration of recommendations regarding statutory changes presented in Redevelopment and Tax Increment Financing, by Ralph Andersen and Associates, 1976.





agree more definite guidelines would be helpful.

The Redevelopment Task Force agreed that a significant consideration in the use of tax increment financing is the savings on interest charges that will accrue if redevelopment plans are implemented without the use of bond financing.

- b. It is recommended that State law be amended to require each redevelopment agency to file annually a uniform statement of indebtedness with the State Controller, county auditor and all local taxing agencies within the project area, and to report annually data about the nature of local redevelopment activity for purposes of on-going legislative consideration of the use of redevelopment and tax increment financing.

Discussion:

Currently, redevelopment agencies must file an annual report of indebtedness with the State Controller. In addition, some counties require an annual statement as proof of indebtedness. However, other counties transmit tax increment revenue automatically to redevelopment agencies without requiring any information regarding project indebtedness. The statements vary from county to county and, because of the complexity of the subject, it is not always clear to the county official what information to ask for or why it is important. Similarly, information on indebtedness available to local taxing agencies within a redevelopment project area varies from county to county.

Information on the nature and magnitude of indebtedness is important in order to be able to analyze the impact of tax increment financing in the future, as well as to compare data on a county by county basis. This recommendation assumes that reporting of indebtedness would be done within a common time frame by all redevelopment agencies, that a uniform reporting format would be used, and that the State Controller, county auditor and local taxing agencies within redevelopment areas would receive the reports.

There will certainly be continuing interest in evaluating the impact of existing and potential uses of redevelopment and tax increment financing by local government. Essential data for this purpose should be periodically provided by redevelopment agencies and should be used by the State Legislature for ongoing evaluation of redevelopment and tax increment financing. The Legislature should direct the State, with input from local officials, to institute a system of obtaining pertinent information from all redevelopment projects.

- c. It is recommended that State law be amended to clarify that no agency shall receive tax increment revenue until indebtedness has actually been incurred, unless a clear plan for using these funds is included in the redevelopment plan.

Discussion:

Consistent with the theory of tax increment financing, in those project areas where issuance of tax increment bonding is to be used, property tax revenue



from within the project area should continue to pass through to all local taxing agencies until there is indebtedness to repay. In those projects - usually small in nature - where "pay as you go" financing is contemplated, revenues from the project area may be generated at an earlier time provided there is a clear commitment to expend those funds in the project area on planned redevelopment activities within a reasonable time of their accrual as provided in the redevelopment plan. In addition, the redevelopment plan should disclose the expected amount of project indebtedness, and variations from this indebtedness level should be explained.

11. The League believes that State statutes should be amended to guarantee analysis of redevelopment projects supported by tax increment financing and full disclosure of information to local taxing agencies and others affected by redevelopment funded by tax increment financing as follows:
  - a. It is recommended that State law be amended in order that the preliminary redevelopment plan be transmitted to officials of affected local taxing agencies.

Discussion:

Currently, a redevelopment agency is required to notify county tax officials that a redevelopment plan is being prepared following preparation of a preliminary plan by the local planning commission and submission of this plan to the redevelopment agency. The purpose of this recommendation is to add to the existing notification requirement that county tax officials and officials of affected local taxing agencies have an early indication of what is being considered by receiving a copy of the preliminary redevelopment plan. The preliminary plan should be viewed as the best available estimates of expected redevelopment activity. The League believes that an assessment of the fiscal impact of a redevelopment project on local taxing agencies would be a useful addition to the preliminary plan.

- b. It is recommended that State law be amended to require the redevelopment plan and report, as referenced in Section 33352 of the Health and Safety Code, to be distributed to all affected local taxing agencies and that the redevelopment agency consult with officials of local taxing agencies no less than 30 days in advance of the public hearing on adoption of the redevelopment plan.

Discussion:

This recommendation is intended to provide local taxing agencies with more understanding of the impact of a redevelopment project supported by tax increment financing, and more opportunity to have input into the establishment of a redevelopment project area. Transmittal of the redevelopment plan and report, including an assessment of the fiscal impact of the redevelopment project on local taxing agencies, to local taxing agencies would assure availability of complete factual information. The requirement that the redevelopment plan can not be adopted by the legislative body until 30 days after the redevelopment agency consults

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\* Recommendations were made with consideration of recommendations regarding statutory changes presented in Redevelopment and Tax Increment Financing, by Ralph Andersen and Associates, 1976.





with local taxing agencies will assure the opportunity for their participation, as well as greater visibility for the redevelopment proposal. The League believes the same procedure should be followed concerning proposed amendments to an adopted redevelopment plan.

- c. It is recommended that State law be amended to require redevelopment agencies to estimate the cost of projects at the time they submit a proposed redevelopment plan to the legislative body for consideration.

Discussion:

Additional fiscal information should be included in the redevelopment plan and report presented to the legislative body for consideration. Information on the cost of proposed projects and expected amount of project indebtedness is important to understand better their magnitude in terms of political, planning and financial impact consideration.

12. The League believes that statutory changes concerning the purpose and use of redevelopment and tax increment financing authority, as suggested throughout this policy statement, is the important step in further improving the use of redevelopment and tax increment financing by local government, and that requiring review of proposed redevelopment projects by State agencies would complicate and detract from effective use of redevelopment.

Discussion:

The League believes redevelopment decisions should be made by local government, within the framework of State statutes. However, State agencies can significantly improve local redevelopment efforts. The Department of Housing and Community Development can provide valuable technical assistance and information to local governments interested in improving urban areas impeded by sound, planned and economic development. The Office of Planning and Research can significantly improve the local community development process and therefore planning for the use of redevelopment by adopting, clarifying and coordinating implementation of State development policies and plans.

13. The League believes that several specific amendments in State redevelopment statutes currently being purportedly proposed to improve redevelopment would significantly detract from the effective use of redevelopment and tax increment financing authority. After extensive consideration of the issues, the League must express strong and aggressive opposition to proposed statutory changes as follows:

- a. The League opposes expanded applicability of referendum procedures in the redevelopment process. Current law provides sufficient opportunity for exercise of referendum. \*

Discussion:

State law provides for a referendum on the formation of a redevelopment agency. The League believes that decisions regarding specific redevelopment activities, including adoption of a redevelopment plan, should be made by elected officials, and that a popular vote on such decisions would excessively constrain the effective use of redevelopment as an essential

\* This has been amended to read opposition to referendum procedures except when a project area is first established.





tool in the local community development process.

- b. The League opposes establishment of a fiscal review committee composed of officials of taxing agencies affected by a redevelopment project funded by tax increment financing for purposes of affecting distribution of tax increment revenue.

Discussion:

The League believes that a fiscal review committee is contrary to the tax increment finance process where redevelopment is determined to be the highest and best use of tax resources by the local legislative body, and that such a committee would by-pass the purpose of the representative form of government. A fiscal review committee would also be contrary to the general spirit as well as specific sections of the League's redevelopment policy.

- c. The League opposes application of an inflationary index to redevelopment projects funded by tax increment financing.

Discussion:

The League believes that the cost of redevelopment will inflate at a similar rate to the general rate of inflation, and that tax increment revenue resulting from inflation is necessary to meet those costs. In addition, the League believes an equitable index would be impossible to establish.

- d. The League opposes establishment of uniform time limitations for redevelopment projects.

Discussion:

The League believes that the expected duration of redevelopment projects should be included in redevelopment plans. This determination should be made at the local level. The State should not set arbitrary time limitations which may prove neither practical nor realistic.









DRAFT

EMPLOYER-EMPLOYEE RELATIONS COMMITTEE ISSUE PAPER

A. State

1. Employee Relations

Employee relations continues to bubble just below the surface as a major issue of 1976. The key issues involved in the subject include the League stand prepared with an arsenal of legislative alternatives for consideration both in Sacramento and Washington. Early in the year attempts to run with piecemeal approaches were defeated on both sides.

There still remains a number of bills designed to change various features of the Meyers-Milias-Brown Act. The League has also been formally requested to join with the County Board of Supervisors Association of California in reintroducing a comprehensive labor relations bill during this session. Guidance from the Committee is needed on whether the League should support piece-meal amendments to the Meyers-Milias-Brown Act introduced to strengthen the employee organization position and remain neutral on piecemeal legislation which improves the management position.

As far as comprehensive legislation is concerned, there are at least five major proposals:

- a. The League-CSAC developed Labor Relations Act, as originally introduced by Senator Collier, which is consistent with the League's Action Plan.
- b. The Moretti "Blue Ribbon Commission" labor relations act, which was the basis for SB 275.
- c. The so-called compromise developed through the Governor's Office which was supported in 1975 by the League Board of Directors.
- d. The comprehensive bill which would combine all public employees under the schools' Rhodda Act, proposed by SB 1716 (Greene).





- e. The Standard Collective Bargaining Act, which would place all public employees under National Labor Relations Board policies.

More and more cities are entering into a collective negotiation stance with public employee unions. Because of the difficulty of passing State legislation efforts have been made by employee organizations to amend charter or local procedures--particularly in the binding arbitration field. In recent months the cities of San Francisco, Eureka, Glendale, and Oroville have defeated binding arbitration measures on the ballot. However, binding arbitration now has been approved by the voters in Oakland, Vallejo, and Hayward. It seems that more and more effort will be placed on individual cities by fewer but larger unions.

There needs to be a carefully thought out State and national strategy which maximizes public information and public support. The Employer-Employee Relations Committee can play an important role in this process through coordination with State League activities.

## B. Local

### 1. Prevailing Wage

Although the attempt to remove the prevailing wage clause from the County Charter failed for placement on the June ballot, the Committee could continue to pursue further development of a labor relations policy with regard to Los Angeles County. One alternative would be to again push for elimination of prevailing wage on the ballot through the initiative process. However, this would be an expensive and time-consuming process. A second alternative would be to continue communication and discussions with the County in conjunction with the Economy and Efficiency Commission on this



issue and on the elimination or consolidation of the County Civil Service Commission with respect to collective bargaining. In December of 1973, the County Economy and Efficiency Commission recommended consolidation of Civil Service and collective bargaining systems in the County. This was to be accomplished by merging with Employee Relations and Civil Service Commissions into a new, combined commission of five members. The Economy and Efficiency Commission also recommended deletion of the prevailing wage clause from the County Charter.

Perhaps a concerted effort by the Committee together with the Economy and Efficiency Commission will bring about public awareness and support for the serious consideration of these issues and for a comprehensive State and national policy concerning public employee relations.

## 2. County Wage Settlements

Los Angeles county wage settlements have a whipsaw effect on labor settlements in cities throughout the County. As such, the Employer-Employee Relations Committee should work to develop a method whereby city concerns over this "whipsaw" effect can be expressed to the Board of Supervisors.

## 3. Labor Relations Councils

Three Labor Relations Councils have been developed in Los Angeles County, South Bay, San Gabriel Valley, and Southeast Los Angeles. The purpose of these Councils is to provide a forum for the sharing of labor relations information and the development of new ideas. Each of the three Councils is affiliated with a city manager group. The Employer-Employee Relations Committee should work with these three groups in developing a regional capacity to deal with labor relations.





SB 1716, as introduced, Greene. Local public agencies: employer-employee relations.

Existing law contains provisions relating to employer-employee relations within the various local public agencies in the State of California, other than school districts, or transit districts covered by their own statutes, which presently provide that local public employees have a right to form, join and participate in the activities of employee organizations for the purpose of representation on all matters of employer-employee relations. The chosen employee organization has a right to represent its members, and the scope of such representation includes wages, hours, and other terms and conditions of employment. Representatives of the public employer are required in this connection to meet and confer in good faith and endeavor to reach agreement with the employee organization, and, if agreement is reached, to prepare a non-binding memorandum of such understanding and present it to the governing body of the public employer for determination.

Also under existing law, the Educational Employment Relations Board is established in state government to administer employer-employee relations at the elementary and secondary levels in the public school systems, including community colleges.

SB 1716

— 2 —

This bill would rename the Educational Employment Relations Board as the Public Employment Relations Board, and would expand the duties and responsibilities of such board to cover such local public agencies. In instances where a local public agency has not created pursuant to its local rules and regulations an impartial employee relations board or commission, the Public Employment Relations Board would be empowered, among other things, to determine appropriate negotiating units, recognize exclusive representatives of employees under specified procedures, conduct elections regarding certification or decertification of exclusive representatives of employees, and enforce unfair labor practices.

In addition, the bill would authorize a local public agency and a recognized employee organization that has been given exclusive recognition by the local public agency to include as within the scope of representation and as part of a written memorandum of agreement a provision for organizational security. Such organizational security would be authorized to include either: (1) a provision wherein a public employee may decide whether or not to join a recognized employee organization, but which would require the public employee, as a condition of continued employment, if the employee does join, to maintain membership in good standing for the duration of the written memorandum of agreement, except that the employee would have the right to terminate his or her obligation within 30 days following the expiration of the written memorandum of agreement, or (2) a provision that would require a public employee, as condition of employment, either to join the recognized employee organization or to pay the employee organization a service fee in an amount not to exceed the standard initiation fee, periodic dues and general assessments of such employee organization for the duration of the written memorandum of agreement. The bill would permit such an organizational security agreement to be rescinded by majority vote of all the employees covered, in accordance with rules promulgated by an impartial employee relations board or commission of the local public agency, or in the absence of such a board or commission, by the Public Employment Relations Board.

— 3 —

SB 1716

The provisions of the bill relative to organizational security agreements and the provisions of the bill reenacting existing law would become operative on January 1, 1977, and the other provisions of the bill would become operative on January 1, 1978. Finally, the bill would provide that no reimbursement of local agencies is made pursuant to its provisions for a specified reason.

Vote: majority. Appropriation: no. Fiscal committee: yes. State-mandated local program: yes.









## DRAFT

### ENVIRONMENTAL QUALITY COMMITTEE ISSUE PAPER

#### A. State

##### 1. Land Use

The State League Environmental Quality Committee will continue to review and monitor legislative activities centered on implementing the Coastal Commission's plan and efforts to preserve prime agricultural lands and other important resources. The Committee will review existing State League land use policies as set forth in Preprint AB 1 and recommend appropriate changes in other legislation as well as current League positions. The L. A. Division Environmental Quality Committee should follow these efforts and provide appropriate input and local support.

##### 2. Energy

The League has no comprehensive energy policy, and it is apparent that cities can and should play an active role in seeking ways to conserve energy, both individually and collectively. Cities should examine existing building codes, planning and development practices, and operations and make appropriate adjustments designed to be responsive to conservation goals.

Many energy related activities will certainly affect the cost and availability of energy resources within the State and nation and will impact California cities. Research and development efforts, facility regulation and siting, and resources recovery are but a few activities which will influence and control the future availability of energy within the state. Other energy conscious efforts will affect land use community development and transportation





policies, all of which are of vital concern to cities. The League Environmental Quality Committee will assess the energy related problems which California faces, identify appropriate roles which cities might play in seeking meaningful remedies and draft a policy statement to guide the League in addressing energy related concerns.

### 3. Air and Water Quality

The State League will continue to monitor both State and Federal activities which are directed at improving air and water quality. The major effort in water resources will center on the re-enactment of the Federal Water Pollution Control Act which is the major source of funding for the construction of sewage treatment plants. In California, this has meant more than one billion dollars in federal aid or 87% of the construction funds for sewage plants. In air quality, the primary area of concern at the state level will be to monitor enactment of Clean Air Act Amendments.

A major issue in addressing both air quality and water quality problems is the EPA's proposal to restrict sewer hook-ups through regulating or limiting the size of new treatment facilities as a means to control growth and reduce the continued deterioration of air quality. This effort has significant implications for the Los Angeles region.

## B. Regional

### 1. Air Quality

Air quality remains the number one environmental problem within the South Coast Basin. Recent studies have indicated that this air basin,



as a whole, is the most polluted in the nation. Cities have a responsibility to take a leadership role in seeking appropriate and realistic remedies to the problem.

While cities have been precluded from formal involvement with air pollution control at the regional level as a result of steps taken by the counties this past year in forming the unified district, legislation is still pending in the form of AB 250 (Lewis) which would establish a city/county partnership approach. In addition, the Air Resources Board is in the process of developing an Air Quality Maintenance Plan for the region which will provide that SCAG undertake a major portion of the planning effort.

## 2. Water Quality

SCAG has received conditional designation from the State Water Resources Control Board as the water quality planning agency for the South Coast Area. If formal designation is forthcoming, SCAG will act as a coordinating agency, with maximum participation and involvement of cities, counties and special districts in the development of the regional plan. In response to EPA's directives, there will be a strong emphasis placed upon integrating water quality and air quality planning.

## C. Local

### 1. Solid Waste Management

With the adoption of the County Solid Waste Management Plan the Los Angeles County Division of the League will be asked to actively participate in its refinement and implementation. The Division will have an opportunity to





redirect the effort towards greater emphasis on source reduction and resource recovery and insure that the concerns of all cities are heard.

2. Air Quality

The Division should monitor SCAG, ARB and SCAPCD activities which affect the South Coast Basin and seek to develop a strategy for meaningful involvement and active support on the part of cities.

3. Water Quality

The Division should monitor SCAG activities as they pursue the 208 planning effort to insure that the cities in Los Angeles County have an opportunity to collectively address the water quality problem and participate in developing possible solutions.

4. Planning and Land Use

It is proposed that the Division's Environmental Quality Committee take the lead in assessing local government's role in meaningfully addressing the complex issues surrounding air quality problems, water quality concerns, solid waste management, and the preservation and conservation of natural and critical resources by undertaking a thorough study of planning and land use management in Los Angeles County. Such an effort could focus on where we are as an urban county in terms of population trends, migration patterns, social circumstances, economic growth or decline, and environmental problems, and assess what our institutional response has been to date.

An assessment could be made of the need to improve our planning and land use management efforts in response to the major concerns we face and a discussion provided of the opportunities available.









DRAFT

HUMAN RESOURCES DEVELOPMENT COMMITTEE ISSUE PAPER

A. State

1. Affirmative Action

The State League Human Resources Development Committee has recently prepared a recommended Affirmative Action Policy which has been forwarded to the State League Board of Directors for consideration. The Policy Statement sets forth clear obligations and responsibilities which cities have in promoting and insuring equal employment opportunity.

2. Manpower

Unemployment remains an extremely critical problem within the State of California and the urban areas in particular. An effort will be made to evaluate existing League policies related to manpower programs, and if necessary, appropriate changes will be made in response to the new and changing roles which cities are pursuing in the areas of public service employment and human resources and manpower activities in general.

3. Income Maintenance and Welfare Reform

In recent years, California cities have been expanding their role in the human services field. Cities have been seeking to improve the planning and coordination of human services. These efforts have brought the recognition that services and social programs can only be partially successful in dealing with social problems and with the poverty which causes these problems. The League's Action Plan supports the assumption of the cost of welfare by the federal government with benefits equalized throughout the nation. Such a strategy, although easily stated, is extremely complicated and provides a wide range of advantages and disadvantages depending upon which alternative approach is selected. The



national debate on income maintenance and welfare reform is beginning to be revived. There appears to be bipartisan support for the concept of an income strategy although there are wide differences as to a specific approach. The State League Human Resources Development Committee will review various alternatives and recommend policy positions as appropriate.

#### 4. Social Planning Legislation

In response to the efforts which cities are making to pursue human resources activities and in recognition of the established policy which cities have adopted in the form of the League's Action Plan, several pieces of legislation have been drafted and will be considered by the legislature in the coming months and years which directly affect the roles which cities might play. This legislation is consistent with Action Plan policy which states that cities do not have the financial resources to become direct providers of services. Cities should assume advocate, broker, or coordinator policies in insuring that the services delivered to their residents meet their needs. The State League will be monitoring these efforts and will be soliciting input and support from regional divisions.

### B. Regional

#### 1. SCAG Human Services Policy Statement

The Southern California Association of Governments has recently adopted a comprehensive set of goals and objectives related to its role and involvement in human services planning and programming. The regional divisions should review this statement and assess its implications and appropriateness to Los Angeles County cities.





## 2. Social Problem Identification

While it is important to certainly have specific policies defined for consideration in developing regional plans and programs, it is imperative that SCAG move towards more clearly identifying from a regional perspective the social problems and concerns which the cities and counties face collectively. Such an effort should clearly relate to the needs and concerns of individual cities and be reflective of the relative role which each might play in addressing such problems.

## C. Local

### 1. Comprehensive Human Services Delivery System

The Los Angeles County Board of Supervisors in response to considerable input and involvement on behalf of the Los Angeles County Division Manpower Committee has adopted a major policy statement which sets forth various roles which cities might play in the planning for and delivery of human services within Los Angeles County. While this position has been adopted, few cities within the County are aware of its existence or are cognizant of its implications. It is important that the Human Resources Committee take the initiative in promoting its implementation.

### 2. Manpower Planning and Programming

The Los Angeles County Division is in the process of reorganizing its Manpower Planning Advisory Committee in an effort to improve communications between cities involved in manpower programming and the County which serves as the prime sponsor for those cities which are under 100,000 population. With continued high unemployment rates and the prospects of a slow economic turn around, it is important that we move towards resolving the problems which have lead to many frustrations on behalf of cities throughout the last year and a half.



### 3. Developing Partnerships Report

With the adoption of the Comprehensive Human Services Delivery System by the Board of Supervisors and recent federal legislation such as those leading to the designation of a County Health Service Agency and Title XX planning under the Social Security Act, the provisions for greater city involvement in human resources activity is assured. One of the difficulties we faced in promoting greater involvement is the problem of not having a clear understanding of what the specific roles and responsibilities might be for each governmental entity in addressing a particular concern. The League's Action Plan sets forth a framework which can lead to appropriate partnerships being established between cities, the counties and public and private agencies. The Division should move towards clarifying the appropriate roles which might be pursued by the various entities by undertaking a study and analysis of the major human problems we face as cities and the collective action which is required on our part to provide remedies. There are many ways, besides the direct provision of services, in which cities can meet the social needs of their citizens.









DRAFT

INTERGOVERNMENTAL AFFAIRS COMMITTEE ISSUE PAPER

A. State

The Intergovernmental Affairs Committee has the distinction of being concerned with many areas of policy development. At this time, the State League is focusing on two issues that pertain to the Intergovernmental Affairs Committee - property taxation and liability insurance. Both counties and cities are seriously affected by these two issues and efforts are currently under way to find ways of dealing most effectively with such complex problems.

1. Property Tax Reform

The State Revenue and Taxation Committee has made the following recommendations to the Board of Directors concerning property taxation:

- a. All property taxpayers should benefit from property tax revenue programs.
- b. Replacement revenue to local government is necessary to achieve property tax reform.
- c. Replacement revenue should come from both State and local sources. In addition, the State legislature should provide incentives for increased productivity and efficiency.
- d. Additional revenues for cities are needed, and the League should support the State income tax revenue sharing proposal.

The County of Los Angeles also has prepared policy guidelines in regard to property tax reform and has made recommendations on legislation in this area. In general, the County guidelines reflect many of the concerns of the League's recommendations. The Intergovernmental Affairs Committee should work closely with appropriate State League committees in reviewing and commenting on the local impact of property tax reform measures.





## 2. Municipal Liability Insurance

Liability insurance is an issue which requires both state and local cooperation. The League, through its Liability Insurance Task Force, has pinpointed areas that need further study and/or implementation, such as development of an adequate data base for purposes of making intelligent risk management, finance and insurance decisions, the "underwriting pool" concept for a liability insurance program for California cities, and even tort reform. In these respects, the Intergovernmental Affairs Committee can serve as facilitator in encouraging cities to become familiar with their risk management practices. In turn, the Committee could coordinate and monitor liability insurance activities at the local level, including the efforts of the various municipal organizations and the County, to feed into the State League's liability insurance activities. In this way a comprehensive liability insurance program for California municipalities can be developed.

The Committee should investigate ways in which cities might develop innovative responses to the liability insurance crisis. One possibility would be for several cities to form a captive insurance company. Such a company would be run by and serve the needs of the recipient cities. The Division could seek appropriate changes in State law to allow such a concept to be implemented on a demonstration basis. The results could then be used as a basis for recommending appropriate State League policy.

### B. Local

The Intergovernmental Affairs Committee can play an important role in monitoring and coordinating policies and actions of the various governmental entities and agencies in this County.



## 1. County Service Area

In line with the attempt of property tax reform proposals to provide a more equitable taxing system and alternate revenue sources, a County Service Area application in Los Angeles County has been initiated as the first step in correcting the tax inequity which results from the County providing non-uniform services. The Intergovernmental Affairs Technical Committee is working to develop the necessary technical materials needed to complete the application in a reasonable and acceptable format. The full Committee will be reviewing the application when the draft is completed for their recommendations and approval before submission to the Board of Directors. After the Board acts on the application, it will be submitted to LAFCo. Once LAFCo approves the application, it goes to the Board of Supervisors for consideration. Implementation of the County Service Area in Los Angeles County ranks as one of the top priorities for the Division this year. It could substantially reduce the tax burden city taxpayers face. The Intergovernmental Affairs Committee faces a complex challenge in working with the CSA application.

## 2. Annexation Policy

One of the effects generated by the implementation of a County Service Area would be an increased number of annexations. If a County Service Area is instituted, the voters in the urban, unincorporated area may desire to annex rather than face the higher tax rate. The Intergovernmental Affairs Committee, in conjunction with the County, should begin to work at developing an annexation policy designed to prevent the conditions which necessitate the use of County Service Area law. The League has already developed land use policies within its Action Plan, which should serve as a basis for generating a County policy.



3. County Charter Amendment Proposals

The County supervisors and their staffs have continued to work with the members of the Public Commission on Los Angeles County government to draft language for the proposed charter amendments concerning the Board of Supervisors' separation of powers to be considered for the November ballot. Supervisor Hahn has asked the Mayors and the City Council Members of Los Angeles County cities for their review and comments on these proposals. It is recommended that the Intergovernmental Affairs Committee study the proposals for recommendation to the Division in this regard.









DRAFT

PUBLIC SAFETY COMMITTEE ISSUE PAPER

A. State

1. Decentralization of LEAA Program

The LEAA program, as presently administered, requires the State to not only set policy on the use of funds but approve each project submitted to it by the 21 regional criminal justice planning boards. This process has proven extremely cumbersome, causing backlogs of projects as well as confusion over project implementation. The California Council on Criminal Justice (CCCJ) has indicated an interest in attempting to develop procedures whereby the day to day approval of local projects would not be needed, rather the CCCJ would set broad policy guidelines within which the regions would be able to develop projects. The Los Angeles region, Region R, is the largest recipient of grant dollars in the State. As such, it has the resources and sophistication to work with the CCCJ in developing this proposed policy. The Public Safety Committee should work closely with the Los Angeles Regional Criminal Justice Planning Board and the State in defining an optimum manner in which the CCCJ should implement this decentralized approach.

2. Juvenile Justice and Delinquency Prevention Act

In 1974, the Juvenile Justice and Delinquency Prevention Act was passed into law. That Act has as its purpose developing new and innovative ways of dealing with juvenile delinquency in the United States. Because of a lack of interest on the part of the Ford administration, the Act is now just getting underway. The State Office of Criminal Justice Planning (OCJP) will have the responsibility of administering the program. A Juvenile Justice Advisory Committee has been appointed by the Governor.





As stated above under (1), the Public Safety Committee should take the lead in developing policy recommendations for the implementation of the Juvenile Justice Act at the regional level.

### 3. Emergency Medical Services

In 1971, the State legislature declared the need for an emergency medical services system in California. It mandated that each county prepare an emergency medical services plan. These plans have been prepared and consolidated into a State Emergency Medical Services Plan. Sections of that Plan are embodied in SB 1412 (Beilenson). This bill would mandate a series of changes in the EMS system which will impact the manner in which local government deals with its emergency programs including:

- Training standards for "Public Service Personnel" which include parks workers, maintenance workers, etc.
- Setting standards and training standards including response time for paramedic services.

Since SB 1412 proposes to use a county's boundaries as a base for planning and implementation of emergency medical services, it is imperative that the Public Safety Committee examine the implications of the bill and make appropriate recommendations as to its impact.

## B. Local

### 1. Juvenile Justice

Los Angeles County is proposing a series of changes that would affect the manner in which juveniles are handled. First, the County is proposing a regionalization concept. This regionalization approach would centralize juvenile cases and resources for dealing with these cases into several major geographic areas. The County contends that this process would



substantially reduce the cost of administering the juvenile justice system. Secondly, the County is at work in developing a youth service bureau approach to dealing with juveniles. This approach would embody a "bottoms up" planning process in each of the supervisorial districts. A coordinator would be assigned to work with cities and unincorporated areas in each district. He would be responsible for getting local input as to the problems faced by cities and others in dealing with juveniles. On the basis of this input, a "master plan" would be developed. This "master plan" would then act as a template for assigning county services to meet juvenile justice needs. Local government would then input back as to the effectiveness of the program.

The Public Safety Committee should review both of these proposals and work closely with the County, making appropriate input.

2. Planning and Technical Assistance Unit

The Division has received a grant from LEAA for a Planning and Technical Assistance Unit (PTAU). The PTAU is now in the process of being implemented. It will need input and direction for its operation. The Public Safety Committee should work closely with the staff hired for the project in developing direction and coordination for the objectives of the PTAU.

3. National Health Planning and Resources Development Act

The National Health Planning and Resources Development Act creates Health Service Areas based upon areas of health need and available resources. Within each HSA, a Health Service Agency is designated. The Health Service Agency has as its responsibility defining appropriate levels of health services within the HSA, allocating resources and evaluating the



effectiveness of health delivery.

Three agencies, Los Angeles County, the Steering Committee, and the Comprehensive Health Planning Council of Los Angeles, were vying for the designation of Health Service Agency. Los Angeles County and the Steering Committee have jointly developed an application that gives cities representation outlined in the attachment. HEW has the responsibility for making the final designation of a Health Service Agency. The deadline for designation is June, 1976. If the Los Angeles County-Steering Committee application is approved, and it probably will be, the Public Safety Committee should work closely with the County and the Steering Committee in seeing it implemented.

#### 4. Animal Control

Los Angeles County has recently sent to all cities interested in contracting with it for animal control a newly revised contract. That contract represents substantial increases in costs to cities. The Public Safety Committee should:

- a. Over the course of the first year of operation of the contract, evaluate its effectiveness.
- b. Examine alternative means of delivering animal control services.





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- b. Examine alternative means of delivering animal control services.



REQUIREMENTS FOR BOARD OF SUPERVISORS PARTICIPATION  
IN A NON-PROFIT HEALTH SYSTEMS AGENCY

1. There will be a 30-member governing body with authority to develop all Area 11 health care plans, approve the agency budget, hire agency staff, and provide overall management of the HSA.
2. The Board of Supervisors will have authority to appoint and remove 10 of the members of the Governing Body (5 consumers and 5 providers) in conformance with Paragraph 8 below.
3. Of the remaining 20 Governing Body members, two will be public providers (i.e., representatives from the County Department of Health Services or the City of Long Beach, Pasadena, Los Angeles, UCLA or other publicly funded health providers). An additional member must be a locally elected official such as a city councilman, mayor, assemblyman, etc.
4. Of the remaining 17 Governing Body members, one (1) will be appointed by the Veterans Administration (statutory requirement) and one (1) will be appointed by the Area 11 Health Maintenance Organization (statutory requirement). The other 15 will be elected by Subarea Advisory Councils.
5. Pending establishment of Subarea Advisory Councils, the agency will be managed by an Interim Governing Body appointed by the applicants. All appointees will be subject to Board of Supervisors' review and approval.
6. The HSA will provide for five (5) Subarea Advisory Councils (SAC) representing specific geographic areas of the County with membership open to all interested citizens of that subarea. SAC's will be established as soon as possible and should be operational within four months of the HSA designation.
7. Each Subarea Advisory Council will have a 15-30 member Board of Directors. One-third (1/3) of the Board of Directors must be locally elected officials or their designees. This provision offers substantive local government involvement at the subarea level.





8. All members of the Governing Body must be members in good standing of a subarea council. This requirement assures a true "grass roots" structure in which Governing Body members are aware of the needs of local communities when formulating the overall health systems plan for Area 11.
9. The 15 members of the Governing Body which are drawn from SAC's must be members of the SAC Board of Directors. This presents the opportunity for additional representation of local government on the HSA Governing Body.
10. The membership of the Governing Body must be representative of the overall demographic composition of Los Angeles County.



SB 1412, as introduced, Beilenson. Emergency medical services.

Under existing law, an emergency medical care committee is required to be established in each county to review ambulance services, emergency medical care, and first aid practices in the county and to perform other tasks.

The State Department of Health is presently required to maintain, in cooperation with local agencies, an emergency medical services program, including provisions regarding the development and evaluation of emergency medical services and the establishment of recommended standards for emergency medical services. A 15-member Advisory Committee on Emergency Medical Services exists within the department to advise the Director of Health regarding the implementa-

tion of this program.

Other public officers and ambulance and emergency personnel are currently subject to various requirements regarding first aid and emergency training.

This bill would provide that each county board of supervisors has the responsibility to assure that emergency medical services, as defined, are available within the county to all persons meeting specified standards. The board's management responsibilities in this regard would be specified.

This bill would designate the State Department of Health as the authority for overall planning, coordination, evaluation, and regulation of emergency medical services in the state, for the coordination of local and state agencies' responsibilities for such services, for the designation of a county or counties as emergency medical service areas in which emergency medical service systems are to be established, and for the establishment of training and proficiency standards for manpower, facilities, and services.

This bill would abolish the present Advisory Committee on Emergency Medical Services, would establish a new 9-member Advisory Committee on Emergency Medical Services, and would redefine the duties of the committee.

This bill would require every licensed health facility to provide specified minimal emergency services and would require those health facilities identified or seeking to be identified to the public as offering emergency medical care and services to possess a special services permit issued by the department and meet standards adopted by the department in order to be designated as an emergency medical facility.

This bill would require the department to develop a state plan for a statewide emergency medical services system, including various programs dealing with data collection, public education and information, communications, emergency medical transport, and other factors relating to emergency medical services. Elements of emergency medical services systems in emergency medical service areas would be prescribed.

This bill would require certification of ambulance services by local governing bodies, according to a prescribed procedure, for an exclusive territory of service. The bill would re-

SB 1412

— 3 —

quire the State Department of Health, rather than the Commissioner of the California Highway Patrol, to issue licenses for the operation of privately or publicly owned and operated ambulances.

This bill would delete existing statutory provisions relating to mobile intensive care paramedics.

This bill would make other related changes.

This bill would appropriate an unspecified amount from the General Fund to the State Controller for allocation and disbursement to local agencies to reimburse them for costs incurred pursuant to this bill.

Vote:  $\frac{2}{3}$ . Appropriation: yes. Fiscal committee: yes. State-mandated local program: yes.









DRAFT

TRANSPORTATION COMMITTEE ISSUE PAPER

A. State

1. Financing

The State League Transportation Committee has spent a considerable amount of time this past year studying transportation financing and local government needs. The Board of Directors is on record in support of a gas tax increase, as all studies have indicated a dramatic short-fall in revenues needed to support necessary transportation activities. A concerted effort will be made to gain support in the legislature and the administration for adequate funding to meet local government needs.

2. The California Transportation Plan

A special task force has been established to redraft the California Transportation Plan. The League is represented on each of two advisory committees which are assisting in the Plan revision efforts. This activity is important to cities in that it represents a concerted effort to clearly define the relationships between transportation policy and related State planning programs and will seek to differentiate between State and local responsibilities in various aspects of transportation planning, financing, and development by clearly defining what matters are of state significance.

3. Institutional Reform

The State legislature, the Brown administration, and the 505 Commission have all, in recent months, made proposals to alter existing institutional relationships and responsibilities in the provision of transportation facilities and services. The legislature is proposing to establish County Transportation Commissions in various Southern California counties. The Brown administration is seeking greater flexibility in transportation



financing. And the 505 Commission is recommending that:

- a. The legislature assume a more active role in determining program levels for each mode annually.
- b. The duties of the State Transportation Board and the Highway Commission be merged under a new California Transportation Commission.
- c. Regional transportation planning agencies would set capital improvement priorities for regional projects through the regional planning process.

The State League will continue to monitor these efforts.

## B. Regional

### 1. Institutional Reform

The Federal Urban Mass Transit Administration has demanded that the existing institutional arrangements for the provision of transit services in the region be improved or that the region face the loss of all federal assistance for such services and facilities. SCAG has developed an initial response which documents the existing and past coordinative and cooperative efforts which have taken place but is faced with adopting specific "remedies" to the problems perceived by UMTA within the next few months. Suggested "remedies" include requiring more specific cooperative agreements between transit operators and establishing local transit service zones throughout the County and region.

AB 1246 (Ingalls) would establish County Transportation Commissions within Los Angeles, Orange, Riverside, and San Bernardino Counties. This legislation would revise existing local/regional relationships and expand bureaucratic overlay considerably.





2. Land Use and Environmental Concern

SCAG will continue to develop transportation plans and strategies which support the resolution of the many critical environmental problems we face as an urban area. It is important that each unit of local government follow and participate in these efforts.

C. Local

1. Financing

Perhaps the most critical transportation issue which faces the cities within Los Angeles County is having limited resources available to meet the growing transportation demands and needs. Maintenance and operating costs are increasing, transit services are expanding, and no new resources are forthcoming. In response to these realities, the County has proposed the elimination of the Aid-to-Cities program so that their own needs might be met, and SCRTD is seeking greater city support for the subsidy needed to continue the 25¢ fare.

2. Sunset Coast Line

The Sunset Coast Line has been placed on the ballot and will be considered by the voters in June. The Division Transportation Committee will review the proposal and recommend action to the Board of Directors.

3. Institutional Reform

AB 1246, UMTA's mandate to SCAG and the current control which the Board of Supervisors now has over the SCRTD Board as a result of their subsidy agreement, all should be of major concern to the Division. The Transportation Committee should monitor these activities and develop specific recommendations which will insure appropriate city involvement. The Committee's review should include interjurisdictional problems between



SCRTD and the cities, i.e., SCRTD mandating placement of bus stops in cities and requiring cities to maintain them, the establishment of local transit zones, etc.

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